

## **PROJECT ABSTRACT**

***Target population.*** Oakland has the highest violent crime rate among the nine largest cities in California. Serious and violent crime disproportionately impact young people ages 14-30 and African-Americans, and parolees account for approximately 50% of crime in our city.

Our initiative, “Project Choice,” will recruit 120 high-risk male ex-offenders ages 14-29 incarcerated at the California Department of Corrections (CDC) and Youth Authority (CYA) facilities nearest Oakland: CDC’s San Quentin State Prison, two CDC community reentry centers in Oakland, and CYA’s Northern California Youth Correctional Center in Stockton.

***Project goals and objectives:*** Goals for this initiative are to: 1) Prevent participating ex-offenders from reoffending; 2) Help ex-offenders become independent and responsible members of the community; 3) Enhance public safety; 4) Create a model reentry program that can be replicated in other communities; 5) Ensure sustainability of our program beyond the grant period.

***Lead agency and readiness.*** The City of Oakland has placed a high priority on and invested local resources in reducing crime via comprehensive efforts to reintegrate juvenile and young adult parolees into the community. Our project will build on, leverage, and enhance the capacity of an existing and growing multi-agency effort to protect public safety by targeting reentering parolees for intensive supervision and services. Current reentry efforts in Oakland are deployed through multiple partnerships involving Oakland PD, CDC and CYA Institutional and Parole Divisions, the Oakland Private Industry Council, Alameda County Behavioral Health Services, and a network of faith-based and other community-based providers. The City will administer the project through a multi-agency Reentry Steering Committee, with support from a state-level Interagency Coordinating Committee. Project Choice creates a unique mechanism and incentive for the state correctional agencies, parole boards, and other state agencies to work

closely with communities to develop more effective local responses to enforcement and services.

***Project design and description.*** Our initiative will build on the Project Choice pilot implemented in 2002, which provides intensive post-release services and supervision to young Oakland parolees. We see this initiative as an opportunity to make our reentry efforts more comprehensive by: increasing the number of ex-offenders served; beginning reentry planning and service-provision 6-12 months prior to parole; and intensifying post-release supervision and support to enable parolees to fully utilize existing and new resources available to them.

Our project is informed by research-based best-practice models. Key elements include: comprehensive assessment to inform a LifePlan prescribing intensive services and supervision bridging the institutional, transition, and long-term support phases; a multidisciplinary team approach to reentry planning and support; dedicated caseworkers called “coaches” with small caseloads, who begin to work with ex-offenders prior to release and serve as “parole agent extenders” post-release; parole agencies and coaches brokering services through a network of public, private and faith-based service providers to meet ex-offenders’ multiple and varied needs; graduated incentives and sanctions to encourage parolee success, and a step-down to less intensive supervision over time; and, availability of continued support after parole has ended.

We believe this initiative can 1) bring providers and recipients of services together to leverage and maximize the existing resources available; 2) prove that culturally competent, intensive, and comprehensive case management is the basis for an effective wraparound services approach for high-risk ex-offenders. We expect our project will be a demonstration model for reentry efforts in other communities—and that once we establish the efficacy of this model, the City of Oakland and its partners will make the investments needed to bring it to scale and sustain comprehensive reentry efforts into the future.

## PROJECT NARRATIVE

### I. Problems to be Addressed

The City of Oakland, and Alameda County in general, are among the most ethnically diverse, densely populated, and poverty-impacted urban areas in California. Crime rates are extremely high among both adult and juvenile populations. Oakland has the highest rate of violent crimes (murder, forcible rape, robbery, and aggravated assault) of any of the nine California cities with populations exceeding 300,000.<sup>1</sup> For instance, the incidence of murder in Oakland is proportionately nearly 50% higher than that of Los Angeles (1.62 vs. 1.16 per 10,000) while the incidence of rape is over twice as high as in any other large city (8.2 per 10,000 vs. 4.0 in Fresno and San Jose).<sup>2</sup>

After steady reductions in crime for a number of years, incidence of violent crimes in Oakland has been alarmingly on the rise since 2000. As reported by the Oakland PD, homicide increased by 33% in 2000 and by another 9% in 2001. Part One crimes (homicide, rape, aggravated assault, robbery, burglary, and larceny) as an aggregate increased by 9% in 2001 over the 2000 level. In the first quarter of 2002, there were severe increases in homicide (113% increase); aggravated assault with a firearm (103%); and attempted robbery (63%) compared to the same quarter in 2001.

Serious and violent crimes in Oakland disproportionately impact individuals under age 30. For example, this group accounted for half of known homicide suspects and 60% of homicide victims in 2000. In 2001, 73% of homicide suspects and 61% of homicide victims were ages 14-30.

Violent crimes in Oakland are disproportionately committed by and victimize African-Americans. Comprising about 40% of Oakland's total population, African Americans accounted for 88% of homicide victims and 90% of homicide suspects in 2001. African Americans are also disproportionately represented among current parolees from the California Department of

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<sup>1</sup> Fresno, Long Beach, Los Angeles, Oakland, Sacramento, San Diego, San Francisco, San Jose, Santa Ana.

<sup>2</sup> FBI, Uniform Crime Reports, Crime in the U.S. *Table 8 Cities and towns 10,000 and over in population, 1999.*

Corrections (67%) and Department of the Youth Authority (80%)<sup>3</sup> in Oakland. Moreover, gang activity is a major source of crime in Oakland and its neighboring communities. There are 162 gangs known to be operating in Alameda County, the majority in Oakland. In 1998, 3,000 offenders ages 14-24 were arrested in the county, with gang members accounting for 90% of first-time offenders.

**Potential target population.** The majority of Oakland parolees are at high risk of recidivism based on 1) Serious and violent commitment offense, as defined in California Penal Code Sections 667.5 and 1192.7<sup>4</sup>; 2) High-risk/high-intensity supervision designations assigned by CDC and CYA; 3) Recidivism estimated as high

Oakland Parolees	CDC	CYA
Active parolees as of 7/01	2,989	107
Ex-felons paroled to Oakland (2000)	1,250	176
New parolees projected 7/02 to 6/03	1,920	124
New parolees ages 15-30	950	

as 80%, with parolees responsible for about 50% of Oakland crimes. High-risk ex-offenders face multiple challenges to successful reentry and require considerable resources to be served effectively:

- ❑ Oakland parolees are likely to have substance abuse and/or mental health issues that interfere with their ability to function on multiple levels and may predispose them to underground economic strategies to support expensive habits.<sup>5</sup>
- ❑ Educational disadvantages and lack of job skills plague many parolees. 46% of inmates at San Quentin State Prison (a partner in this initiative) have not graduated from high school; 10-20% have diagnosable learning disabilities. Ex-offenders with these disadvantages typically face choices between low-wage, low-skill jobs and a return to criminal activity.
- ❑ Gang affiliation is often strengthened during incarceration, to the detriment of the inmate's chances for successful re-entry and public safety.

<sup>3</sup> The Department of Corrections (CDC) and Department of the Youth Authority (CYA) operate correctional facilities and supervise parolees upon reentry into California communities. The CDC serves offenders ages 18 and above; the CYA serves juveniles and has jurisdiction over some young offenders up to age 25. The majority of CDC and CYA offenders have been incarcerated for at least one year continuously prior to parole.

<sup>4</sup> Commitment for violent crimes is unusually high among CYA wards from Oakland (68% versus 55% statewide).

<sup>5</sup> CDC estimates 85% of ex-offenders have substance abuse problems. 70% of CYA wards report substance abuse problems, while 44% of males and 59% of female wards need mental health services.

- ❑ Many ex-offenders have “burned their bridges” with their families, have little or no social support, and become homeless upon release. Homelessness is a major obstacle to stable employment, avoidance of criminal activity, and successful re-entry.
- ❑ CYA parolees have typically been wards of the state for years,<sup>6</sup> and many are poorly prepared to function without structure and regimentation.

### **Flow of Parolees from Institutions to Oakland & Numbers Served**

We have hired an interim evaluator to begin working with our state partners, California Department of Corrections and California Youth Authority, to identify population level data to be analyzed for this project. Data is not maintained by City (rather by County) so it has been challenging to obtain population level data specific to Oakland. We should have an accurate data picture no later than the middle of November 2002. Initial estimates show approximately XX youth returning to Oakland from CYA Stockton institutions and in one dorm alone at San Quentin over 75 inmates will be paroling to Oakland.

With over 3,000 parolees returning to Oakland annually, we are confident that the number of clients the program can serve will not be limited by the supply but rather by the resources of the program itself. We expect to serve approximately 60 parolees annually with our present local and federal funding. We estimate this to be approximately 20 wards from CYA Stockton facilities (this is most CYA parolees returning to Oakland from CYA) and about 40 from San Quentin. However, this number may change as we assess the level of supervision and contact parolees need over time. While caseloads are intentionally very low (1:20) at the start of the program, we expect that as parolees become successful they will require much less contact, thus making room for new clients.

***Gaps in existing reentry programming*** The City of Oakland has built the foundation of a multi-agency effort to supervise and serve returning ex-offenders (see below). Still, key gaps remain and must be addressed to make reentry efforts more effective. The most important gaps are:

- ❑ Inadequate resources for the comprehensive pre-release assessment (especially of educational and vocational skills and needs) and planning that are key to successful reentry.
- ❑ Limited availability of strength-based educational and vocational training in San Quentin.<sup>7</sup>
- ❑ Need to better engage inmates, their families, and natural supports in pre-release planning.
- ❑ High parole caseloads (85 parolees per CDC parole agent, 50 per CYA agent) make it impossible for parole agents to provide the degree of supervision and support parolees need. Though contact is relatively frequent, there is little “quality time” for agents to help parolees take advantage of job referrals, prepare for job interviews, or even assist with transportation.
- ❑ Need for coordination between institutional and community service providers to ensure that parolees transition smoothly from services during incarceration and community-based services; this hand-off is especially critical for dual-diagnosis (substance abuse and mental health) parolees.
- ❑ Lack of affordable housing for parolees, due to the very high cost of living in the Bay Area.
- ❑ Key identified service gaps include residential treatment, detox, and stipended training programs.
- ❑ Though providing comprehensive programs and services for its wards,<sup>8</sup> the CYA makes relatively limited provision for a continuum of services to bridge the transition to after-care or for translating vocational skills learned during incarceration into post-release employment.

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<sup>6</sup> CYA commitments occur when a youth is under age 18. Wards may be detained until age 25, when they must be released on parole unless their sentence requires them to be remanded to the California Department of Corrections.

<sup>7</sup> Participation in educational and vocational programs is currently voluntary. Special education services are available only for young inmates (up to age 22) who enter the prison with an active Individualized Educational Plan (IEP) and developmentally disabled inmates who are provided specialized services.

<sup>8</sup> While institutionalized, CYA wards participate in educational programs, vocational training, work experience, community service, victim awareness and restitution, mentoring, and treatment for substance abuse and mental illness as needed. All CYA correctional facilities provide mandatory secondary education to wards, including Special Education and English Language Development Programs. Some maintain college level programs. In the

There is a pressing need for more of the intensive one-on-one support that has helped ex-offenders successfully reenter the community. Best practice models show effective reentry programming requires overarching case management with low caseworker-client ratios; begins prior to the inmate's release; is done by culturally competent "street savvy" staff readily available to parolees; combines "policing" and "mentoring" functions; connects parolees with needed services and supports; helps them develop new resources and supports,<sup>9</sup> and includes on-the-job support.<sup>10</sup> Overall, there is a clear need for a wraparound service design—a structure that gets parolees from correctional institutions to often-underutilized community resources available to them and provides the persistent support necessary for them to avoid a return to crime and to be successful.

The project proposes to address these service gaps with the selected participants. The project budget provides funding for individual coaches with caseloads of 20:1 and flexible spending to purchase gap services such as housing supports and residential drug treatment. In addition, the core function of the Steering Committee will be to continue its efforts to coordinate existing community services to be more responsive to the parolee population and to leverage resources to address known gaps in service or additional ones that are identified as the program develops. For example, the issue of inmates who become custodial parents once they return to the community is becoming more of an issue than we anticipated.

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CYA, the "treatment and training" concept encompasses all activities, programs, and services in which a young person participates. All staff having contact with a ward contributes to the treatment and training programs.

<sup>9</sup> The OJJDP's Intensive Aftercare Program (IAP) prescribes a mix of intensive surveillance and services, requiring that institutional and aftercare staff have small (1:15-22) caseloads and that post-release supervision and services be available on weekdays, weekends, and evenings. At successfully-implemented IAP sites, parole officers were supported by staff referred to as "parole aides," "field agents," or "trackers," who worked with parolees on the ongoing, intensive basis required to assist successful re-entry and reduce recidivism. (Wiebush RG, et al. Implementation of the Intensive Community-Based Aftercare Program. *Juvenile Justice Bulletin*: July 2000.)

<sup>10</sup> On-the-job support for parolees is a key feature of model reentry programs, such as the employment services for ex-offenders provided by the Safer Foundation (Chicago) and Project RIO (Re-Integration of Offenders).

## II. Project Goals and Objectives

Our overall goals for Project Choice are to:

1. Prevent participating ex-offenders from reoffending.
2. Assist ex-offenders to become independent and responsible members of the community.
3. Enhance public safety.
4. Create a model reentry program than can be replicated in other communities.
5. Ensure the sustainability of our reentry program beyond the grant period.

These goals are consistent with the Going Home Initiative's goals. To achieve our goals, we will ensure that a continuum of comprehensive supervision and services is provided to all clients served. This focus responds to our finding that both the lack of specific services and the lack of continuity and personal support jeopardize successful reentry. Participants' needs and reentry activities will be defined through comprehensive assessment, ongoing case management, and periodic re-evaluation. Targeted services and specific objectives are presented below. The matrix below identifies both process goals (number of individuals served and completing activities) and outcome goals (number attaining measurable benchmarks). Objectives are based on our target population's needs, what we believe are realistic expectations, and the resources available to serve this population.

SERVICE & # SERVED	OBJECTIVES	INDICATORS
<b>Phase I—Institutional</b>		
Comprehensive assessment at least 12 months prior to release; reassessment 30-90 days pre-release (60)	<b>Process:</b> Each participant will have a profile of his needs, skills, and functioning and will work with his Multidisciplinary Team to establish goals and a service plan for incarceration and after-care.	Creation and adjustment of Reentry Plan with MDT/ participant sign-off.
Educational, vocational, behavioral health, victim awareness, reentry preparation (60)	<b>Process:</b> Each participant will be engaged in needed services during the institutional phase.	Enrollment logs and institutional case records.
Initiation of Project Choice case management (60)	<b>Process:</b> Participants will begin work with reentry coach 6-12 months pre-release	Project Choice case records.
<b>Phase II—Transition</b>		
Intensive supervision and support, including periodic re-evaluations of supervision level and service needs (60)	<b>Outcome:</b> At least 80% of participants will not be arrested for 90 days post- release. <b>Outcome:</b> At least 70% will not be arrested for 180 days post-release.	Parole and arrest records.



Educational services (basic academic, remedial, special education), including tutoring and mentoring (40)	<b>Process:</b> 80% of those receiving educational services will complete prescribed program. <b>Outcome:</b> 60% of those completing programs will meet skill goals.	Course completion rates. Skill attainment assessment results. Diploma or certificate.
Vocational, college, and career counseling (60)	<b>Process:</b> 80% of participants will be enrolled in school, vocational training, or employment within 30 days of release.	School registration. Employment records.
Vocational training (40)	<b>Process:</b> 60% of those who begin vocational training will complete the initial training cycle. <b>Outcome:</b> 90% of those completing training will attain desired skill levels.	Training completion documentation. Post-training skill level assessment.
Job placement (60)	<b>Process:</b> 60% of ex-offenders will obtain employment within 6 months of parole. <b>Process:</b> 30% will obtain unsubsidized employment within 6 months of parole.	Unemployment insurance (UI) records as evidence of employment.
On-the-job support geared toward job retention. (60)	<b>Outcome:</b> 80% of those obtaining employment will maintain it at least 30 days. <b>Outcome:</b> 50% will maintain employment for at least six months.	UI records; evidence of continuing employment.
Substance abuse treatment and prevention services (40-50)	<b>Outcome:</b> 60% of enrolled parolees will achieve treatment goals established with service provider and be discharged after completing treatment. <b>Outcome:</b> 50% of those required to have narcotic testing will be drug free for one year post-release. <b>Outcome:</b> 50% of those requiring narcotic testing and who fail a UA will recommit to treatment and be drug free for the next six months.	Documentation of treatment results (from service provider). UA test results. Reduction in parole violations due to substance abuse.
Mental health counseling and support, including life skills, anger management training. (50)	<b>Outcome:</b> 60% of ex-offenders who receive individual or group counseling will achieve treatment goals.	Treatment results documentation.
Housing support (50)	<b>Outcome:</b> 60% of participants will have stable housing <sup>11</sup> for 6 months post-release.	Evidence of consistent rent payment. Stable housing observed by parole agent, coach.
Community service and restitution (30)	<b>Process:</b> 50% of participants will complete 80 hours of meaningful community service. <b>Outcome:</b> 60% of those required to pay restitution will begin payments within 6 months of release.	Parole records.
<b>Phase III—Long-Term Support</b>		
Lower intensity supervision and case management, including periodic re-evaluations of supervision/ service needs (60)	<b>Outcome:</b> At least 50% of participants will not be arrested for criminal offenses or violate parole for one year post-release. <b>Outcome:</b> At least 40% will be economically independent after one year.	Parole and arrest records. MDT case records.
Education and vocational training (40-60)	<b>Process:</b> 30% of those without diploma will obtain GED within 18 months of parole. <b>Process:</b> 40% of those completing initial training will continue to and complete advanced training.	Diploma/certificate. Training completion documentation.

<sup>11</sup> Stable housing is defined as that provided through residential treatment, sober living, or independent living situations and planned moves to other housing situations AND that the participant has not moved from this housing because of dropping out of the program, being discharged from the program, eviction, or absconding from parole.

Job placement and employment support (60)	<b>Outcome:</b> 40% of those obtaining employment will maintain it for at least 12 months. <b>Outcome:</b> 80% of those who maintain employment will receive raises within 12 months.	UI records - evidence of continuing employment, wage increase.
Substance abuse and mental health services (30-50)	<b>Outcomes:</b> 60% of ex-offenders who receive individual or group counseling will achieve treatment goals.	Documentation of treatment results.
Housing support (30)	<b>Outcome:</b> 50% of participants will have stable housing for 1 year post-release.	Evidence of stable housing observed by parole agent, coach.
Restitution (30)	<b>Outcome :</b> 80% of those required to pay restitution will begin making payments within 12 months of release.	Parole records.

### III. Identifying the Target Population

Project Choice will target a minimum of 60 ex-offenders in the first year from the following groups:

- ☐ Serious, high-risk juvenile ex-offenders ages 14-17, as well as young adults ages 18-25 who fall under the jurisdiction of the California Youth Authority (estimated 20 of 60 total).
- ☐ Serious, high-risk young adult ex-offenders ages 18-30 under CDC supervision (40 of 60).

We are targeting these groups because by virtue of their age and prior serious offense history they account for a high percentage of the perpetrators of violent and serious crime in Oakland, and addressing their needs will have the greatest impact on public safety. We intend to keep project enrollment at about 60 participants to maintain a 1:20 caseload particularly in the early phases of the project when coaching activities will be intensive for all clients (see service phases diagram in later section). As the project progresses and participants are more successful, they will require less intensive support, and we will likely be able to increase enrollment. We estimate serving approximately 120 -- 150 participants over the three year grant period

We have defined all CYA parolees as high risk by virtue of the seriousness of their behavior and offenses. All CYA parolees are classified as serious and violent offenders 707B category under the State of California's Welfare and Institutions Code. The program expects to serve most California Youth Authority wards returning to Oakland with the exception of

predatory sex offenders and the seriously mentally ill. For these special populations, CYA does offer specialized services that will be available to them separate from this project.

For the CDC population, CDC inmates who are parole violators or second strike offenders will be targeted, as these groups are considered by the Parole Office to be most at risk of re-offending. CDC inmates are by definition repeat offenders with long standing criminal behaviors that make this population at high risk of recidivism and thus the focus of this project.

It is expected that the numbers of inmates returning to Oakland from San Quentin State Prison will be more than the program can serve. Those not selected to participate will still have the opportunity to participate in the newly established Success Dorm at San Quentin which offers over 20 pre-release classes. In addition, once paroled, those individuals will be given the full array of services presently available from the Parole Office.

To focus available resources and efforts most effectively, we have chosen the most geographically accessible CDC and CYA facilities as Project Choice recruitment sites:

CDC: San Quentin State Prison (located 20 miles from Oakland) and two community correctional reentry centers (CCRCs) in Oakland.<sup>12</sup> The CCRCs house males who are in a mandatory work furlough program for the final four months of their term. The CCRCs have been selected due to accessibility, because all inmates are already working and thus have a head start in their re-entry work, and nearly all are at high risk of recidivism, due to substance abuse and other risk factors. We will work with ex-offenders who will be moved from San Quentin to the CCRCs and begin working with them at least six months in advance of their transfer to the CCRC.

CYA: We will also target high-risk male wards to be paroled to Oakland from CYA's

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<sup>12</sup> Elsie A. Dunn Center and West House Community Re-entry Centers. Both are prisons administered by Volunteers of America of the Bay Area, a faith-based non-profit agency, under contract with the CDC.

Northern California Youth Correctional Center in Stockton.<sup>13</sup>

Our initiative will build on existing Oakland re-entry efforts to provide more intensive case management/coaching, supervision, and wraparound services to the target population beginning 180-365 days prior to their release and continuing for a minimum of one year on parole, following up as necessary. We will enroll ex-offenders in the program over a period of months until reaching the target of 60. As high-risk parolees are usually under parole supervision in the community for three years, parole supervision will continue for participating parolees beyond the grant period.

***Identifying eligible ex-offenders.*** We will work with CDC and CYA institutional and community parole staff to identify high-risk inmates who will be from ages 14-29 when they enroll in the program and are scheduled for parole between 6-12 months after July 1, 2002. At San Quentin, we will target ex-offenders who have committed serious or violent crimes (as per the California Penal Code) or are considered at high-risk of recidivism due to other factors, such as multiple past offenses or arrests for drug dealing. We recruit these high-risk inmates returning to Oakland into San Quentin's new 200-bed "Success Dorm," where they will participate in educational, self-development, enriched recreational, and community service activities. Preference will also be given to "Second Strikers," ex-offenders who have two felony convictions that apply to California's Three Strikes law. Among CYA wards, we will target ex-offenders with high-risk Parole Board designations (categories 1-4) established at incarceration on the basis of commitment offense.<sup>14</sup>

For CDC participants, the 6.11 Release Program Study is the risk assessment tool used and will continue to be used. CYA does not perform a risk assessment prior to release but will explore the appropriateness of using CDC's assessment tool or some other for their population.

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<sup>13</sup> Includes four institutions (DeWitt Nelson, Karl Holton, N.A. Chaderjian, O.H. Close).

<sup>14</sup> Sex offenders scheduled for parole are not eligible for the program, due to restrictions imposed by their conditions of parole. Developmentally disabled inmates are also ineligible, as they are served by an extensive service network.

CYA is interested in developing such an instrument. We have requested technical assistance around needs and risk assessment tools and seeking a better risk assessment protocol that can be adapted throughout the system.

**Recruitment** The respective correctional agencies will provide the program with lists of eligible ex-offenders. We will then work with our institutional sponsors<sup>15</sup> to market the program to this target group. Recruitment efforts will stress the following program benefits: the opportunity to be assessed comprehensively, which can lead to greater self-awareness, such as identification of strengths, interests, and remediable needs;<sup>16</sup> access to comprehensive services during the remaining months of incarceration; being matched with a culturally competent coach who will begin to work with them prior to release and support their return to the community; opportunity to participate fully in developing a personal Life Plan; receipt of a stipend to participate in educational or vocational training after their release; assistance with job placement as well as on-the-job coaching and wage supports; the opportunity to participate in substance abuse or mental health programs; assistance with food, clothing, housing, transportation, childcare, and other support as needed.

Inmates who wish to participate will be asked to fill out an application, to determine their level of interest. Applications will be reviewed by institutional sponsors, community parole personnel, and the Selection Committee (see below).<sup>17</sup> The institutional sponsors will notify those accepted. To enroll, individuals will be required to sign a contract to demonstrate their commitment to the program, outlining what they can expect in terms of support, supervision, services, and incentives, and what will be expected of them if they are to maintain participation.

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<sup>15</sup> Jean Bracy, Director of Correctional Education, San Quentin; Zakkiyyah Nazeem, Division Director, Volunteers of America (Oakland CCRCs); Yvette Marc-Aurele, Superintendent, N. California Youth Correctional Center.

<sup>16</sup> Jean Bracy indicates that offering screening for learning disabilities is an incentive for many inmates, and that inmates find it empowering to “engage” in the assessment process and to choose courses of action for themselves.

<sup>17</sup> If selected as a site for evaluation and research, we will be able to randomize admission at this point.

The project planning staff and Steering Committee are still discussing the appropriate consequences for non-compliance with the community-based portion of the program. At this time, only CYA can make participation a condition of parole. However, the Steering Committee has not yet reached conclusions regarding how best to address the issue of mandated participation. (State legislators have already initiated conversations with project partners regarding the advisability of mandating the participation of California inmates and parolees in programming more generally.) We welcome technical assistance in this area as well as in the area of defining consequences for non-compliance. It should be noted for San Quentin inmates enrolled in the Success Dorm (our pre-release component) gang activity, drugs or fighting are grounds for immediate removal from the program. Other behaviors are met with two verbal warnings, a third warning means elimination from the program.

#### **IV. Organizational Capacity**

***Lead Agency/Local Readiness.*** Under the leadership of Mayor Jerry Brown, the City of Oakland has aggressively sought partnerships with state correctional agencies, faith-based and community providers to address the needs of parolees. The proposed program builds on and systematizes an existing and growing multiagency effort, spearheaded by the City, to protect public safety by successfully reintegrating juvenile and young adult parolees into the community. Current experience has taught us a great deal about running high-level collaborative projects aimed at system change and the work needed to make them successful models. Existing multi-agency partnerships that will contribute to the broader organizational infrastructure include:

**The PACT** (Police and Corrections Team), a partnership between the City (Oakland Police Department), CDC, County Probation Department, and CYA Parole, to strengthen supervision and

service provision to parolees in order to reduce the number of parolees at large, recidivism, jail-return rate of ex-offenders and enhance public safety. The PACT is a state model being replicated in other jurisdictions.

**Project Choice**, a partnership involving the City, its contractor (B.O.S.S., a well-established local multi-service agency specializing in homeless services, employment training, and housing), CDC, CYA, Oakland PD, and a network of community service providers. This initiative, being piloted in 2002, aims to intensify efforts to enhance public safety and decrease recidivism by linking Oakland parolees age 16-30 to services and resources that address their needs. The Going Home initiative will enable us to increase the number of parolees served, initiate more comprehensive institutional services and reentry planning well before parolees' release from incarceration, bridge some existing service and resource gaps, better leverage resources, and strengthen the Project Choice infrastructure to coordinate supervision and services for young parolees.

**Offender Employment Continuum (OEC)** was implemented in 1999 by the CDC as a joint venture between the Institutional and Parole Divisions to provide comprehensive transitional assistance to individuals paroling to Alameda and other counties. Allied Fellowship, a faith-based organization<sup>18</sup> is the contractor for the Alameda County OEC program and a partner in this project. Project Choice will provide the extra support and "push" to ensure that a high percentage of participants will utilize Allied Fellowship's employment training and other services (see below).

**Oakland Private Industry Council Parolee Program**<sup>19</sup>, a demonstration project designed, funded,<sup>20</sup> and implemented in July 2000 in response to Oakland's growing number of unemployed parolees. The Oakland PIC contracts with Allen Temple Baptist Church, which networks with other

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<sup>18</sup> Allied Fellowship is also a state-licensed and certified residential and outpatient drug treatment program and one of the providers in the Bay Area Services Network substance abuse program for parolees in Alameda County.

<sup>19</sup> The Private Industry Council is a City of Oakland Workforce Investment Board funded contractor.

<sup>20</sup> Funded half through federal Welfare-to-Work local formula allocation and half through a discretionary grant from the governor as part of the governor's faith-based initiative.

faith-based organizations to provide employment-related assistance and other support to ex-offenders upon their parole to Oakland.<sup>21</sup> The **West Oakland Youth Opportunity program**, a WIB effort operated by the Oakland PIC, funded through a U.S. DOL grant, has agreed to provide employment-training services to ex-offenders at the younger end of our target population.

The Oakland **Workforce Investment Board's** Executive Director sits on the Steering Committee. The WIB, along with key community based contractors such as Youth Employment Partnership, have agreed to work with our project to identify appropriate employment training opportunities (i.e., Cypress-Mandela Construction training program) for participants and provide priority enrollment in WIB-supported programs. We will use this relationship with our WIB to address issues such as tax credits for employers and to insure we are adequately accessing the One Stop resources.

**EDD job development program for parolees**, provided by California Employment Development Department, CDC, and Oakland's One-Stop Career Centers, is a pilot project under the discretion of the state EDD director, currently working with 125 Oakland parolees.

**Bay Area Services Network (BASN) Parolee Project** is a partnership between CDC's Parole Division, Alameda County Behavioral Health, San Quentin State Prison, Walden House, and 17 community-based substance abuse treatment providers, to provide substance abuse and mental health treatment and case management for Oakland and Alameda County parolees.

**Safe Passages** is an 8-year City, County, School District initiative supported by the Robert Wood Johnson Foundation, designed to reduce youth violence in Oakland. A key strategy involves providing alternative sentencing and intensive services for second-time juvenile offenders (ages 13-18), providing the early intervention continuum to this project.

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<sup>21</sup> This program is showing excellent results. Of over 150 enrolled clients, 60% are working, 20% in training programs, 10% in apprenticeships, 10% are working on G.E.D. certification. Only 10 have returned to custody.



Educational Institutions, such as Laney College, our local community college and part of the California state system, is a signatory to our Memorandum of Agreement and has been an active planning partner. They have extensive experience designing programs to serve special populations. We will discuss with them or with state-level education agency having a seat on the Steering Committee. We have recently made contact with St. Mary's College; they are already providing course work in San Quentin and we will be integrating their work, as appropriate, into the process

The Steering Committee is now in the process of re-establishing contact with our District Attorney's Office and its Victim Advocacy Program. They supported our first Young Offender application but had been less involved in the reapplication under Going Home.

Restorative justice programs and activities are an integral part of CYA's existing institutional program. In fact, one of their restorative justice programs, Impact of Crime on Victims, is a national model and cited in the grant's resource list. CYA Partners have already agreed to train San Quentin staff in the curriculum so that it can be implemented with CDC parolees. CYA parolees are also required to pay all restitution prior to parole. On the other hand, CDC parolees may have restitution requirements but they are not closely tracked or enforced. We have not yet tackled the issue of how to best implement this component for CDC given the present system.

As described in the attached Memorandum of Agreement, Resource List, and Protocols and through our Reentry Steering Committee (see Section V below), all local and state stakeholders will work together toward achieving our project's goals. Our proposed program will be financed by a combination of federal funds derived from the Going Home initiative and extensive leveraged

resources from multiple public and private non-profit agencies at the local and state level. As noted, many contractual and operational relationships between participating entities are already functioning. Additional agreements and procedures will be worked out prior to the project's initiation.

***Local Decisionmakers/Decisionmaker Agreement.*** The design and implementation of Project Choice and planning of our enhanced initiative has involved over a year of discussions and coordinated efforts involving representatives from numerous public and private agencies. Key local decisionmakers are signatories to the attached MOA and/or participants in our Reentry Steering Committee. All key decisionmakers have committed to work cooperatively to develop and implement this model reentry program; make available, blend, and leverage resources to provide coordinated and integrated re-entry supervision and services for the target population; work together to establish an MIS that will facilitate cross-system data collection and management, and to participate in data sharing and evaluation, providing all requested information within the limits of confidentiality; sustain their agency's commitment of resources for the life of this grant; and aggressively seek to institutionalize and sustain Project Choice activities and staffing resources.

Coordination to ensure integration of direct services will include: oversight by the inter-agency Reentry Steering Committee, with input from the state-level Interagency Coordinating Committee; cross-training involving key service providers; interagency collaboration in participant recruitment; consistent assessment procedures for all participants, undertaken by interagency staff (including project, institutional, field parole, and community providers); facilitation of service provider access to clients by institutions and parole agencies; a multidisciplinary, multiagency team organized around each ex-offender, with family involvement, to create comprehensive Reentry Plans and monitor post-release progress; and coordination of case management activities among case managers from Project Choice, parole, and participating service providers.

***State Readiness.*** We recognize the challenges state correctional agencies face in working to develop

a tailored response to specific localities.<sup>22</sup> However, the groundwork has already been initiated with the local parole representatives working within existing partnerships, and will be expanded during this project, as described below. Importantly, the Governor and State Legislature have made a commitment in recent years to improve aftercare services for parolees by augmenting resources for transition and treatment. Project Choice creates a unique mechanism and incentive for the state correctional agencies and parole boards to work closely with Oakland to develop more effective local responses to enforcement and services. Moreover, legislation (AB2049) sponsored by Oakland-based State Assemblywoman Aroner, Chair of the Assembly Human Services Committee, is designed to create state level inter-agency coordination, technical assistance, and resource leveraging to support our local pilot and its efforts to ensure comprehensive support for parolees. AB2049 sets the stage for evaluating and ultimately replicating Project Choice in other California localities.

***State Decisionmakers/Decisionmaker Agreement.*** High-level administrators from CDC and CYA, as well as the wardens/superintendents from participating correctional facilities, have assisted in planning our initiative and preparing our application. State-level administrators have worked with administrators of our local CDC and CYA parole offices to provide input into the project's design and support for its implementation. The Secretary of the California Youth and Adult Correctional Agency, the Directors and Deputy Directors of CDC and CYA, and local CDC and CYA Parole Administrators are signatories to the MOA, reflecting their participation in and commitment to our project. State level officials will convene as an Inter-Agency Coordinating

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<sup>22</sup> The Youth and Adult Correctional Agency (YACA) is the State of California authority responsible for serious juvenile and adult offenders, with jurisdiction over CDC, CYA, and their respective parole boards. YACA's mission is to enhance public safety and enforce offender accountability. In addition to operating correctional facilities and supervising all parolees during their reentry into society, CDC and CYA have rehabilitation and education as part of their mission. Both departments focus on public protection and offender supervision and support, believing the most effective way to protect the public is to ensure offenders are held accountable for criminal behavior. To that end, both departments work closely with law enforcement, the courts, district attorneys, public defenders, probation, and a broad spectrum of public and private agencies concerned and involved with juvenile and adult offenders. The Board of Prison Terms (CDC) and Youthful Offender Parole Board (CYA) are the state authorities' enforcement arms, providing structured sanctions for offender behavior, through formalized hearings that provide Due Process.

Committee semi-annually over the life of the grant to review the pilot's progress and address inter-agency coordination and leveraging of resources outlined for this initiative.

The City is asking that our application be considered as one of your national evaluation sites. We originally budgeted both evaluation and data integration funding into our proposal but when we had to reduce the budget by half – those funds were eliminated in order to maximize services. We are very concerned about the elimination of this element. We have recently engaged the services, under a small contract, of an evaluator to establish a data collection framework and initial assessment of program outcomes, for our local pilot program. However, the scope of this evaluation is not comprehensive. The City will be actively seeking additional funds for evaluation, most likely from private foundations

### **III. Project Design and Management**

The City of Oakland has placed a high priority on and invested local resources in reducing crime via comprehensive efforts to re-integrate juvenile and young adult parolees into the community. Earlier this year the City inaugurated a pilot, Project Choice, to intensify efforts to enhance public safety and decrease recidivism. In this pilot, parolees are identified by OPD, CDC and CYA Parole, and through street outreach in high-crime neighborhoods, and provided services including intensive case management/coaching, education, employment training and placement, drug and alcohol abuse treatment, housing assistance, and other needed supports. Fifty parolees are currently enrolled in Project Choice. We see Going Home as an opportunity to make reentry efforts more comprehensive by increasing the number of ex-offenders served; beginning reentry work during incarceration; intensifying post-release supervision and support; enabling parolees to fully utilize existing and new resources available to them; and adding capacity to multiagency efforts to supervise and serve young parolees. We foresee our project be a demonstration model for reentry efforts in other communities.

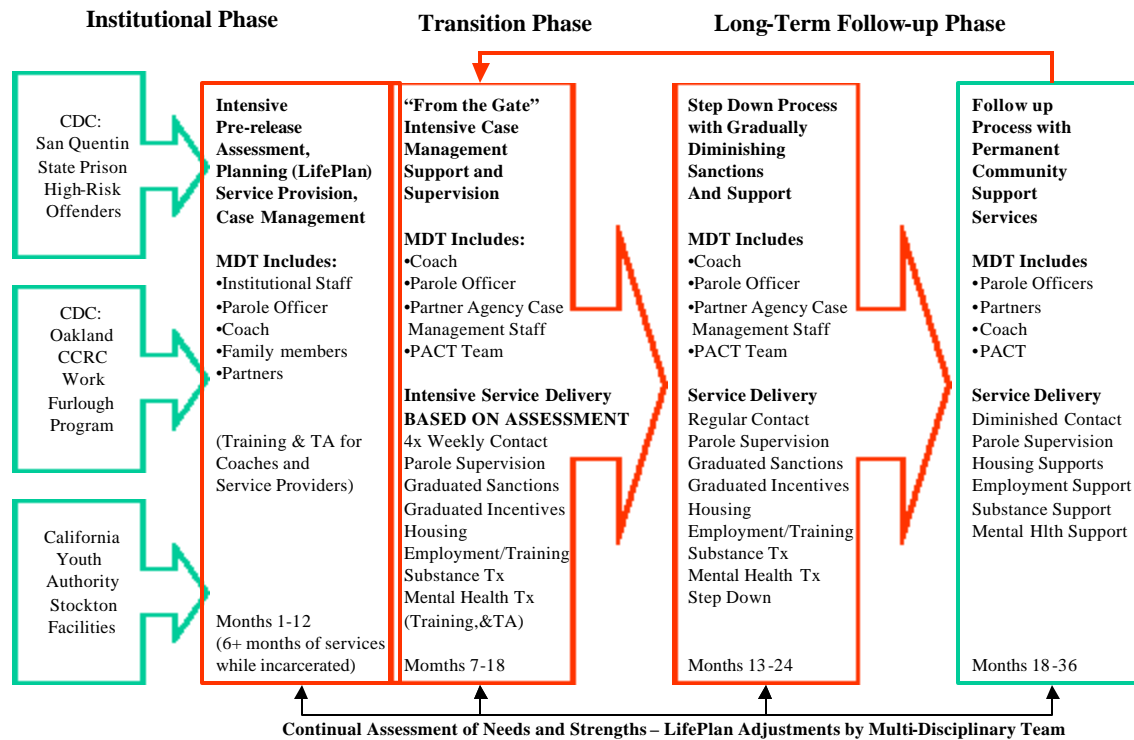
Our program design has been informed by research-based, best-practice models, principally

the OJJDP's Intensive Aftercare Program. Central to this model and to our program is "overarching case management" to support the ex-offender's aftercare and successful transition. Key elements include: dedicated caseworkers called "coaches" with a small caseload (20 parolees per coach); relationship-building between coach and ex-offender prior to release; coaches serving as "parole agent extenders" through daily contact with parolees post-release; a multidisciplinary team approach to planning for after-care, based on comprehensive assessment of each inmate's functioning and needs, with input from family members; intensive service provision post-release, planned and in place prior to release, subject to periodic re-evaluation and adjustment; graduated incentives and sanctions; restorative justice activities; parole agencies and coaches brokering services through a wide network of public and private service providers whose capacity has been enhanced by grant and local, state, and federal matching funds to meet ex-offenders' multiple and varied needs.<sup>23</sup>

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<sup>23</sup> Wiebush G, McNulty B, Le B. Implementation of the Intensive Community-Based Aftercare Program. *Juvenile Justice Bulletin*. OJJDP. July 2000. A second model for our program is another DOL-sponsored initiative, the Incarcerated Youth Offenders Program, implemented in 12 California prisons and coordinated by Jean Bracy, the Director of Correctional Education at San Quentin State Prison and our project's institutional sponsor at that facility. That program's activities are similar to our project's, with young adults receiving post-secondary vocational certification, life skills training and certification, job readiness and counseling, assessment testing, job placement, and support services for the first year after parole. As coordinator of this program, Ms. Bracy implemented rigorous quality standards for learning, vocational, and psychological assessments, counseling, and instructional practices. This experience and expertise, along with the tools and professional and institutional commitment to this work, will all be brought to bear in the current initiative. Our project also incorporates all elements of the "Reentry Court" design described in Appendix G—"Essential Elements of Reentry Programs"—of the Going Home solicitation.

## Project Choice Reentry System



A. **Authority and Coordination/Project Management.** The City of Oakland will be responsible for implementing the Going Home initiative; hiring key project staff and serving as employer of record; overseeing sub-contracts; developing program infrastructure; facilitating training; convening and staffing the Reentry Steering Committee (RSC), and serving as fiscal agent and convener of project partners. The RSC will function as the project's Board of Directors and be engaged in all relevant policy decisions and financial management. The RSC as presently constituted has been working together since spring 2001, has been meeting regularly and have successfully negotiated key decisions while piloting Project Choice and designing the Going Home initiative. Clearly, a multifaceted, multi-skilled board is essential to provide expertise to plan and implement this comprehensive project. Current members of the RSC include the directors of the following agencies and organizations (see attached MOA): City of Oakland (Mayor's Office, City Council, Police Department, Dept. of Human Services, City Manager's Office, Workforce Investment

Board, and Department of Housing & Community Development); Allied Fellowship; Allen Temple Baptist Church; CDC East Bay District Parole Office; CYA Oakland Parole Office; Education Department, San Quentin; Oakland Private Industry Council; Volunteers of America (Oakland CCRCs); Building Opportunities for Self-Sufficiency (BOSS); Alameda County District Attorney, Public Defender, and Behavioral Health Care Services; Youth Opportunity Project; Laney College; Hatchuel Tabernik & Associates (consultation for planning and evaluation).

This RSC will meet biweekly during the first three months of our initiative and every three months subsequently. A Chair will be selected by majority vote. The RSC will be responsible for decisions relevant to program planning and design; hiring of staff; structuring of MIS systems; review and decision-making on all major subcontracts. The RSC will assemble subcommittees (Structure and Operations, Assessment and Selection, Case Management, Support Services, Data and Evaluation) based on members' expertise. Members will have authority to delegate subcommittee tasks to other individuals within their respective organizations. Subcommittees will make recommendations to the RSC on the basis of majority vote. Project staff will develop by-laws for approval by the RSC, which will develop clear division of authority so that staff and RSC roles are well defined. The RSC will delegate implementation authority to the Project Director. (See "Staffing Resources" below.)

***Inter-Agency Coordinating Committee.*** State officials<sup>24</sup> will convene with project staff twice a year to review the project's progress, address interagency coordination, provide technical assistance, and identify opportunities for leveraging resources and replication in other localities:

***B. Service Delivery Systems.*** Each ex-offender will be at the center of a multidisciplinary team (MDT). The team will be constituted and begin to meet during the institutional phase and will include the ex-offender, coach, institutional and field parole agent, family member (if appropriate),

and key providers of pre-release services. The MDT's principle of practice is to develop creative and effective strategies to help parolees be successful. The MDT's initial task will be to design a reentry plan, prescribing services and supervision in the pre- and post-release phases.

Each program participant will be assigned a Project Choice coach. Each coach will work with up to 20 ex-offenders. This low coach/client ratio will enable the coach to provide intensive supervision and support. The coach will be a fixture in the client's life beginning in the pre-release phase and continuing at least one year post-release and will be the point person for the client's MDT. The coach's first task will be to build a relationship with the ex-offender via frequent interaction.<sup>25</sup> The coach will participate in the needs assessment process; work with the MDT to design a Reentry Plan; and orient the ex-offender about available resources in the community. Prior to the ex-offender's release, the team will determine which service providers can best meet the individual's needs, and the coach will be deployed to have needed services in place.<sup>26</sup>

During the transition phase, the coach will assist the parolee based on the wraparound services model,<sup>27</sup> helping him negotiate reintegration into the community by connecting him with needed services and resources (employment, training, substance abuse, mental health, housing, etc.) Once the ex-offender is paroled, service providers involved in his support will join the MDT.

**Staff training.** Coaches will be trained to administer assessment tools used in the pre-release phase. Partners from law enforcement, employment training, and behavioral health agencies will provide cross training in their areas of expertise. Coaches will be required to develop thorough knowledge of community resources to which ex-offenders may be referred. They will be trained in

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<sup>24</sup> From CYA, CDC, NCYCC, San Quentin, Youthful Offender Parole Board, Board of Prison Terms, and California Health and Welfare Agency and Workforce Investment Board.

<sup>25</sup> Institutional sponsors will facilitate caseworker access to participating inmates through "priority ducketing," which authorizes individuals from outside agencies to pull inmates off work duty or out of school to meet with them.

<sup>26</sup> A central feature of the Intensive Aftercare Project model is for a well-planned and coordinated transition from the institutional setting to after-care, with needed service in place prior to the ex-offender's release.

<sup>27</sup> In this approach, the individual is provided the intensive, comprehensive, and unconditional support necessary to help him/her be successful, without fostering excessive dependency.



building relationships with ex-offenders and helping them develop skills necessary to function adequately in the workplace and interpersonally, using a cognitive development model that incorporates moral decision-making to inform problem solving, anger management, dealing with authority, and communication.<sup>28</sup>

**C. Transition Team.** The MDT along with the participant will develop a “LifePlan” (this is the reentry Plan) as soon as the inmate enrolls. The MDT will monitor his reentry supervision and services, and adjust the Plan as needed. The coach will be the MDT’s direct contact with the ex-offender during the institutional phase and on a frequent basis post-release. During the transition phase, the MDT will meet at least monthly and whenever crises or changes of parolee circumstances dictate (such as loss of a job or housing, positive drug test, or family reunification). These meetings will provide a forum in which the team members have an opportunity to discuss the situations they are facing, determine measures to support and engage parolees and to access specialized project resources. Parolees, family members, and natural supports will sometimes be asked to attend MDT meetings so that the entire team can discuss the current situation facing a parolee and provide firm guidance to the parolee when necessary. Recommendations regarding rewards/incentives will be made at MDTs, with sanctions to be imposed by parole agents and the parole boards with input from the MDTs (see below).

The coach will also have on-the-street mentor and coach role with his/her clients. The coach will have been chosen for cultural competence and street savvy, ability to work with an ex-offender population, and willingness to work in a nontraditional, flexible manner to support parolees **when they need support** not when it is convenient for the coach. This wraparound approach means coaches are on call to clients and the MDT on a 24/7 basis. Coaches will be available by cell phone

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<sup>28</sup> The RSC is also working on providing cross training for all project staff and CYA, CDC, and institutional staff through collaboration with OPD, Merritt College, and various trainers. If implemented, the training will be self-supporting through community college revenues.

and pager and maintain flexible “office hours.” An on-call system will be developed to prevent burnout, with coaches providing back-up to each other as needed. Coaches will maintain systematic daily logs of parolee contacts and activities for purposes of reporting, evaluation, and accountability, and will prepare detailed quarterly case summaries and a formal year-end evaluation.

**D. *System of Offender Assessments.*** Comprehensive needs assessment is key to gearing pre-release and after-care to individual parolees’ needs. The Assessment Subcommittee will establish a consistent protocol for pre- and post-release assessment to inform reentry planning and continuous adjustments to an individual’s supervision and service provision as needed. This protocol will build on the array of assessments already in use around the target population, which include the following:

CDC. All San Quentin inmates are screened for psychiatric symptoms and history. If appropriate, they undergo an in-depth interview and medical chart review and are placed in a treatment program. Every inmate is also screened for developmental disabilities through IQ tests (Ahmends Quick Test and GAMA test). Inmates who enroll in educational programs are given the Test of Adult Basic Education (TABE; McGraw Hill) and the CASAS Life Skills Inventory to assess their skill levels and educational needs. Ninety days prior to release, the field parole office reviews the ex-offender’s files for the CDC’s Release Program Study/Parole Assessment. History of criminal offenses, substance abuse, mental problems, association with undesirable people/places, prior response to custody supervision, and other factors are taken into account to determine the individual’s 1) risk to public safety, and 2) service needs, and thereby designate the level of supervision (from “High” to “Low” Control) to be assigned, and define conditions of parole. Once prepared, the latter is shared with and signed by the inmate, typically 45-60 days pre-release.

CYA. The Youthful Offender Parole Board assigns a risk designation to each ward, based on commitment offense, to inform custody and post-release supervision levels. To inform treatment goals and pre-release planning, CYA comprehensively evaluates individual wards at the time they

enter CYA institutions, with assessments of physical health, mental and psychological status, substance abuse issues, educational status, and need for special education and sex-offender referral if appropriate. Since 1997, CYA has been utilizing an assessment battery chosen to assess mental/emotional and substance abuse problems and general personality. Instruments used include: the Achenbach Child Behavior Checklist—Youth Self Report; Massachusetts Youth Screening Instrument; Weinberger Adjustment Inventory; and Drug Experience Questionnaire. The purpose is to gather standardized information on all wards entering CYA institutions, use that information for programming decisions based on individual wards' needs, and to establish estimates of mental health and substance abuse treatment needs for CYA's institutional and parole populations in general. Needed adjustments to pre-release plans are made based on case conferences every 60-90 days and results of any evaluations ordered by the Parole Board in its yearly review of each ward's progress.

***Pre- and Post-release assessment*** In our Project Choice pilot, caseworkers assess targeted parolees through conferences with their parole agents and one-on-one interviews. Parolees are given the TABE, Career Scope and Choices to assess their employability skills and preferred areas of employment. The caseworker works with the parolee to develop a LifePlan, which summarizes the parolee's history and objectives in the areas of health (including physical and mental), family/child reunification, education, employment, vocational training, and housing.

Service providers in Oakland's support network for parolees utilize a variety of assessment tools. The BASN Parolees Project (mental health/substance abuse) utilizes the Addiction Severity Index, a semi-structured interview designed to address medical status, employment and support, drug use, alcohol use, legal status, family/social status, and psychiatric status, encompassing recent and past problems. The ASI has been used extensively for treatment planning and outcome evaluation for substance abuse. CDC and CYA parole agents conduct case reviews with their unit supervisor at 30-120 day intervals to reevaluate a parolee's supervision level and service needs.

We will augment this system of offender assessments to better inform institutional and after-care services for our target population. We have identified a significant gap in pre-release vocational assessment. Our preliminary plan is to utilize the CAPS/COPS/COPES system up to one year prior release for this purpose. This test battery gives the individual a better understanding of how his/her abilities, interests, and values relate to potential occupations and fields of study. Results can be used to prescribe specific areas of education and training during the institutional, transitional, and long-term support phases. We have also identified the need for more thorough pre-release planning for CYA wards. We are exploring adapting the CDC's Release Program Study or CYA's Custody/Security Classification protocol (used for determining a ward's transfer from one program or facility to another) for this purpose. We are not limited to these options, however, and are reviewing best practice models to see which are most appropriate for our target population and project.

Overall, pre-release assessment will include screening for needed educational, employment-related, medical, substance abuse and mental health services, housing assistance, and other social services. The individual's family situation will be assessed as well and positive supports identified. Emphasis will be placed on engaging inmates in the process, so they can learn from the assessment results and use this self-knowledge to make choices for their own future. This assessment will be much more timely and thorough than CDC's standard prerelease plan. The inmate will be given the sense of real personal attention and commitment on the part of the coach and partner organizations.

***E. System for Offender Reentry Plans.*** Each offender, at the time of enrollment and working with his coach and MDT, will develop a "LifePlan," based on comprehensive assessment. The LifePlan will prescribe pre-release and after-care supervision levels, including incentives, sanctions, and service provision customized to fit the individual's needs, risk of recidivism, strengths, and interests. The LifePlan will also focus on long term self sufficiency planning which will have more detail added as the participant progresses through the program.

Extensive efforts will be made to include the inmate's family members or other support network in pre-release planning and MDT meetings if feasible. This input is crucial in making plans for service delivery and supervision culturally sensitive and realistic and to enlist the family's support in the reentry process.<sup>29</sup> The coach will endeavor to find out what family and natural supports the ex-offender has available to him in the community and, with the ex-offender's consent, reach out to inform them about available resources that can be helpful in the reentry process.<sup>30</sup>

**F. Continuum of Supervision.** The supervision continuum from the correctional institution to field parole authorities will be augmented by intensive supervision by Project Choice coaches who serve as "parole agent extenders" before and during transition and aftercare; the PACT team's reinforcement of supervision at the very outset of reentry; and the ongoing teamwork between Project Choice, Parole, the MDT, and service provider caseworkers focused on the parolee.

The transition from prison life to the community is a moment of high-vulnerability for ex-offenders. Ex-offenders are released into the community without immediate intervention or support. Upon release from San Quentin, inmates who have no one waiting at the prison gates are dropped off at the bus station in downtown San Rafael nearby and required to report to their parole officer within 24 hours.<sup>31</sup> If released on a Friday, they have until Monday to report. Some do not report at all.<sup>32</sup> To make it more difficult for the parolee to get off on the wrong foot vis-à-vis complying with parole conditions, the coach will be present at the gate on the day of release to

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<sup>29</sup> Family involvement for CYA wards begins at the time a ward is committed to custody. The parole agent visits the ward's home to interview parents or other significant relatives, provide information on Youth Authority programs, and begin to involve the family and significant others in planning for the youth's future. The family, friends, and other significant individuals in the community are involved in planning the ward's re-entry program. The parole agent visits the ward's planned residence prior to release. These existing practices, and the relationship built between parole agent and family, will facilitate family involvement in intensive efforts at a successful transition.

<sup>30</sup> The Oakland CDC Parole office holds meetings for parolees' family members prior to parole, where the family is informed of services and other resources available to parolees. The intent is to build a support team that will assist the parolee's successful transition to and reintegration in the community.

<sup>31</sup> CYA wards are required to have fact-to-face contact with their parole agent within two working days after release.

<sup>32</sup> Lack of immediate supervision and support "from the gate" is a major obstacle to successful re-entry because the temptation to reconnect with criminal behavior and substance use is immediate and omnipresent.

accompany the parolee to the pre-determined destination, providing transportation if necessary.

The Police and Corrections Team (PACT), staffed by CDC Parole and the Oakland PD,<sup>33</sup> serves as a mechanism for providing an “early warning sign” to the law enforcement agencies and for improved interagency communication. If a participating ex-offender fails to attend a PACT meeting (a condition of parole that must be met within a week of release), team members will be dispatched the same day to the parolee’s address of record.<sup>34</sup>

In combination with this “stick” to discourage criminal activity, the PACT has a “carrot” approach. At the required two-hour PACT meeting, representatives from service providers (partners in our initiative) will make presentations informing parolees about their services and how to access them, and schedule appointments with individual parolees.<sup>35</sup> Thus, PACT meetings can be a critical pathway to services parolees need to be successful. However, the current parole supervision and case management capacity is inadequate to help most parolees move from “interested” in services to users of services. We anticipate that Project Choice’s conditions of participation, combined with intensive one-on-one coaching, will motivate participating parolees to take this step.<sup>36</sup>

PAC meetings will also enhance supervision because they provide another opportunity for parole agents and coaches to observe attending parolees. Team members look for signs that parolees may already be involved in criminal activity or be violating conditions of their parole. An example

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<sup>33</sup> The CYA’s Gang Information and Apprehension agent at the Oakland Parole office began working with the PACT in 2000 to arrest high-risk parolees on the run.

<sup>34</sup> Numerous parolees who have absconded or were lying about their true addresses have been identified this way, leading to sanctions for parole violations, apprehension of fugitives, and/or new criminal charges, while reducing the population of parolees at large in Oakland by one-third. In the past, there may have been a delay of weeks or even months in tracking down those in violation of parole—sufficient time for multiple criminal actions and considerable danger to the community. PACT was implemented in 1999. Within a year, the number of parolees at large in Oakland dropped from 956 to 614, a 35% decline, while the overall incidence of crime dropped by 17%, the largest one-year decline in 40 years. The PACT model is being replicated in other California communities.

<sup>35</sup> The CYA’s Gang Information and Apprehension agent at the Oakland Parole office began working with the PACT in 2000 to arrest high-risk parolees on the run.

<sup>36</sup> The PACT’s work has contributed directly to a twofold increase in use of the Parole Office’s Literacy Lab.

<sup>36</sup> CYA parolees do not currently attend PACT meetings or engage in a similar information and referral service. The two agencies agree it is not desirable to “mix” the two groups of parolees at PACT meetings. However, the CYA’s

would be a parolee arriving at the meeting under the influence of drugs. A parolee who is already on drugs within a week of being paroled is at very high risk of committing crimes to support the habit. Identifying this situation early on will trigger action that is in the best interests of the parolee and the community—such as referral for drug treatment or taking the inmate into custody and sending him to the CDC’s Substance Abuse and Treatment Control Unit.

The coach will work closely with the CDC or CYA parole agent<sup>37</sup> to supervise and support the parolee. During the Transition Phase, coach and parolee will have contact at least four days a week or more frequently as needed. This contact will be in addition to the required contact between parolee and parole agent.<sup>38</sup> In this way the coach will intensify parolee supervision, assisting both the parole agent and ex-offender to increase the chance of a successful transition. As supervision shifts from the Transition to the Long-Term Support Phase, the frequency of coach/ex-offender contact will gradually decrease. However, with any indication of relapse or need for greater support or sanctions, the parole agent will be notified and the parolee may be moved back to an intensive level of service with frequent coach contact or receive other moral formal sanctions.

#### **G. Continuity of Services**

Services to address the ex-offender’s identified needs will be prescribed by the MDT. The services listed and indicated with an “X” in the table below will begin, as needed, at least six and usually twelve months pre-parole to give the ex-offender a head start on reentry.

The following services are all now available through San Quentin’s newly established Success Dorm which requires inmates to take a minimum of three classes in order to participate

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Oakland Parole office plans to implement similar required meetings for newly-released parolees, probably to be held monthly due to the CYA’s smaller parole population, with attendance being a condition of parole.

<sup>37</sup> From a legal standpoint, parolees must be under a parole agency’s supervision.

<sup>38</sup> For High Control CDC parolees, this includes one monthly contact at the parolee’s home, plus two contacts in the field each 90 days and one collateral contact (e.g., with members of the parolee’s family) per month. Maximum supervision CYA wards must have two face-to-face contacts with the parole agent per month (at least half of which must be in the field) during the initial 90 days after release and once a month subsequently.

in the Success Dorm. Enrollees in Project Choice will be place in the Success Dorm and have access to all programs. A complete list of the services can be found in the Resource Directory appendix.

<b>Phase I (Institutional)—Months 1-12</b>	<b>SQ</b>	<b>CCRCs</b>	<b>CYA</b>
Basic skills and academic courses	X	X	X
Vocational training (machining, plumbing, sheet metal, landscaping, printing, dry cleaning, auto body repair, etc.)	X	--	X
Work furlough/off-site work experience	--	X	X
3-week reentry program: covers getting a Social Security card, passing DMV tests, resume skills, filling out a job application, child support assistance, help with soft skills (attitudinal healing, decision-making).	X	X	X
Substance abuse assessment and treatment	X	X	X
Treatment for mental illness and psychological problems	X	X	X
Health Care Services	X	X	X
Group work on anger management, peaceful conflict resolution, dealing with authority, self-esteem, parenting, violence prevention, batterer intervention	X	X	X
"Impact of Crime" on Victims curriculum <sup>39</sup>	X	X	X
Mentoring	X	X	X
Intensive case management/coaching	X	X	X

Services and support in the Transition Phase will be delivered through the network of public and private non-profit providers identified above and will be prescribed by the MDT based on the ex-offender's identified needs, strengths, and interests. It should be noted that faith-based organizations will play an important role in Phases II and III. Allied Fellowship and Allen Temple Baptist Church are faith-based organizations that will be central to helping ex-offenders make a successful transition from incarceration to the community.<sup>40</sup>

<b>Phases II (Transition)—Months 7-24 and III (Long-Term Support)—Months 25-36</b>	<b>Service Providers</b>
Intensive case management/coaching	B.O.S.S. (Project Choice subcontractor).

<sup>39</sup> The CYA has received national recognition for its "Impact of Crime on Victims" program, a 35-60 hour experiential curriculum provided to all wards. Its purpose is to expose youthful offenders to the long-range harm they cause their victim; hold offenders accountable for their actions; and teach offenders better ways to handle conflict and violence. We will also provide the entire curriculum or specific modules of it to San Quentin and CCRC inmates and NCYCC wards prior to their release.

<sup>40</sup> Allen Temple, located in East Oakland, the city's highest-crime area, is especially positioned to provide needed resources and support to parolees through its Health and Social Services Ministry and other programs.



Case management services	CDC, CYA, Allied Fellowship (CDC contractor), Allen Temple (Oakland PIC parolee program), Youth Opportunity Program (YO), Walden House/County Behavioral Health/Bay Area Services Network (BASN), Youth Employment Partnership (YEP)
Housing assistance (subsidies, residential treatment, sober living placement, out-of-home placement, housing access)	CDC, CYA, B.O.S.S., Allen Temple, BASN providers
Basic needs assistance (e.g., food, clothing, cash assistance)	CDC, CYA, Allied Fellowship, Allen Temple, YEP
Educational services (basic skills, GED, computer skills)	CDC Literacy Lab, CYA, YO, Laney College, YEP
Vocational and career assessment and counseling	B.O.S.S., Allied Fellowship, Allen Temple, YO, Laney, YEP
Vocational training, placement services, on-the-job support	CDC, CYA, B.O.S.S., YO, Laney, YEP
Substance abuse assessment and treatment	CDC, CYA, BASN providers
Treatment for mental illness	CDC Psychiatric Outpatient Clinic, CYA, BASN
Anger management, conflict resolution, self-esteem, parenting, victim awareness workshops <sup>41</sup>	CDC, CYA, B.O.S.S.
Individual and group counseling	CDC, CYA, BASN, B.O.S.S., Allied Fellowship, YEP
Other supportive services (e.g., legal, transportation, family preservation and unification, childcare, tools)	CDC, CYA, B.O.S.S., Allen Temple, YEP
Mentoring	Project Choice coaches, CYA, Oakland Mentor Center
Community service <sup>42</sup> and restitution	CDC, CYA in conjunction with community orgs.

Project Choice coaches will broker prescribed services and be on hand to support and monitor parolees' utilization of services—providing, for instance, coaching prior to job interviews, and if needed accompanying the parolee to interviews, enrollment in school or vocational training, referrals for substance abuse, mental health care, and community service. The coach will regularly visit the ex-offender's workplace and have periodic contact with the employer, to identify and address problems that arise and generally support the parolee's ability to be successful at work.

Self sufficiency planning is a long term objective integrated into the initial reentry plan and throughout the coaching work provided by project staff. The coaching model was designed to look holistically at self sufficiency. It is an integral part of the reentry planning but is continually revised based on the participant's progress and local conditions.

During Phase III, both supportive services and supervision will continue at a lower level of

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<sup>41</sup> CDC and CYA both maintain victims' awareness and services programs, which provide direct services to victims, including notification when their victimizer is to be released and assistance with restitution collection; address victims' safety concerns; provide information about victims' rights, stalking, and family violence prevention; ensure victims have the opportunity to exercise their rights; and facilitate requested victim/offender meetings.

<sup>42</sup> We will identify healthy ways to engage ex-offenders with the community, such as through public service efforts that would be meaningful to both the community and the offender.

intensity. However, since community based services are being accessed for this project, the same array of services will be available to participating parolees on an as-needed basis throughout Phase III. In many cases, services will be faith-based and provide a community context as well to provide on-going support for the ex-offender.. Parolees may be returned to more intensive levels of service provision and supervision as determined by parole agents, MDTs, and the participating parole boards.

We expect the collaboration taking place now will change the way parolees are served and lead to established relationships, cooperative agreements, and sub-contracting among our partners. It is expected that long term service agreements would stem from our program's successful implementation. Furthermore, it is the role of the Steering Committee to ferret out additional opportunities, beyond the existing partnerships, for sustainability of the project that would lead to long term agreements. For example, given the strength of the partnerships, Project Choice has already been included in a City of Oakland November 2002 ballot initiative to address Public Safety. Should it pass, the ballot initiative would provide a five year dedicated funding stream for the project that would allow for longer term service agreements.

***H. Definite Terms and Conditions.*** CDC and CYA Parole will function as the community reentry authority for participating parolees under their supervision, working in conjunction with the Board of Prison Terms (BPT) and Youthful Offender Parole Board (YOPB). Parolees will be required to demonstrate their commitment to Project Choice by signing a contract that outlines what is expected of them. This will include their agreement to comply with their LifePlan. Parolees must sign off on the conditions of their parole, which outline frequency of contact with the parole agent and may include remaining drug free, regular drug testing, making restitution, staying away from certain people, or other conditions. In the normal course of their duties, parole agents carry

out case reviews on each parolee at 30-120 day intervals to evaluate whether the supervision level or service plan needs adjustment. As part of the MDT, the parole agent will have the final say in determining whether the parolees LifePlan remains appropriate and effective.

***Incentives and sanctions*** will be used to encourage the ex-offender's adherence to parole conditions and pursuit of goals, with the BPT and YOPB playing a critical role in compliance during Phases II and III. Use of incentives and sanctions will be decided on a case-by-case basis by the ex-offender's MDT and parole agent. Incentives for desired behaviors will include: temporary assistance with housing; stipends for participation in vocational training and educational programs; incentive payments for reaching key benchmarks in the LifePlan; assistance with transportation or auto repairs; food vouchers; tickets to movies or sporting events; plaques and certificates for completion of courses; authorization to step down from inpatient to outpatient treatment; or graduation to less intensive supervision.<sup>43</sup> Incentives are reflected in the proposed budget. Sanctions may include: stricter curfews, more frequent drug testing, electronic monitoring (used by CDC and CYA), step-up from outpatient to inpatient treatment, a return to intensive supervision, or temporary detention. Parole agents can be more creative with sanctions, such as by requiring the ex-offender to show proof of five potential employment contacts within a stated time frame or requiring community service or faster completion of mandatory community hours. If a parolee violates parole conditions or does not comply with required conditions for program participation, he may be returned to the BPT or YOPB, using a Corrective Action Plan to strengthen sanctions imposed by the MDT and parole agent. Alternatively, if the parolee commits an act CDC or CYA Parole is required to report to the BPT or YOPB, Parole may decide to request that the he be maintained on parole if he has been doing well in the program otherwise. All such decisions will be made in the interests of public safety. When necessary to protect the public, the BPT or YOPB will

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<sup>43</sup> We have budgeted \$300 for incentives per year for each parolee served.

return the parolee to custody.

**I. Program Sustainability.** The City is aware of the substantial cost to the community and to the City itself exacted by our astronomical crime rate—a price paid by innocent victims and compounded by the cost to business, impact on property values, and impact on the tax base that supports vital community services. Substantial investment has already been made in Oakland to reduce recidivism among the thousands of parolees and probationers and reduce the crime rate associated with these ex-offenders. The City is investing funds (\$295,000/year) in the Project Choice pilot. In the past several years, an array of services—employment training, adult education, mental health and substance abuse, intensive supervision, enforcement—has been deployed to meet this critical issue in our community. We are committed to testing promising practices through a federal evaluation and quality improvement process that identify programmatic strategies that yield results.

In addition to the investments being made by the City through general fund resources, local partners in this project are also investing heavily in this promising solution to our crime problem. These investors include the WIB, the community college district, and participating community-based organizations funded by foundations and governmental sources. The county is also a major investor, providing substantial behavioral health funding to support our initiative. Our partners from the CDC and CYA are aware that the current system is not adequately meeting the needs of community safety or offender rehabilitation. They too are stepping forward to invest in solutions in Oakland.

The Project Choice collaborative has also identified resources not traditionally been used for services to support parolees.<sup>44</sup> Other funding avenues that need to be explored, leveraged, and used to fill in the gaps when resources from this grant are no longer available. This is part of why we

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<sup>44</sup> For example, the Corporation for Supportive Housing will be invited to the table to look at opportunities to use the supportive housing model, traditionally serving persons with disabilities and health issues such as AIDS, for parolees. In California, a large affordable housing initiative will be on the fall ballot and if passed, includes a set aside for supportive housing. The Governor has allocated state WIA set aside funds for Oakland's Allen Temple parolee project and an additional request has been made for set aside funds to support Project Choice as well.

have invested in our project structure—Project Director, Steering Committee, and data management—as we see it is critical for maximizing and leveraging exiting resources for this population.

We believe this initiative has the potential to 1) bring service providers and the service recipients together in a powerful way, thereby ensuring services are used by parolees most in need; 2) prove that culturally competent, intensive, and comprehensive case management can be an effective in reducing recidivism. However, project sustainability will ultimately be driven by the program's success from a cost-benefit standpoint. Institutional costs for a CDC inmate are \$26,894 per year and \$48,400 per year for CYA wards. CDC parole costs are only \$2,743 per year. CYA costs are paid by Counties, who thus have a vested interest in successful reentry. A small reduction in recidivism yields substantial savings, which can be reinvested into the successful strategy. This is the ultimate sustainability strategy.

**J. Staff Resources.** The Hiring Committee will develop job descriptions and will recruit staff members by networking among participating agencies and community- and faith-based organizations as well as through formal advertising in mainstream and minority-focused media. The Project Director will staff the RSC and will be responsible for overseeing and facilitating interagency cooperation (in areas such as cross-training, service delivery, information management, reporting, evaluation, and long-term sustainability); supervising the project's part-time clerical and accounting staff, and case-management and service contracts; and for submitting required financial status and progress reports to the federal partners. The case management staff will be subcontracted to community partners, such as B.O.S.S. and Allen Temple, ensuring we leverage their resources and bring together partners with varying expertise. Qualifications for coaches will emphasize cultural competence, "street smarts," expertise in at least one key service area and experience working with high-risk populations in community-based settings. Applicants will be screened for their ability to

form positive relationships with ex-offenders, serve as mentors, work closely with parole agents, and obtain clearance to enter participating correctional institutions. Because the coach-client relationship will be central to the success of our project, factors of race, ethnicity, language competency, age, gender, and familiarity with our community will be considered closely when recruiting coaches.

The City will provide office space for the program, including workspaces for the Project Director and part-time accountant. The clerical staff person will be assigned to the CDC and CYA's Parole offices in Oakland to assist with identification of eligible inmates, data collection and entry, and other clerical tasks. During the first 6-12 months, coaches will, in effect, be stationed at the correctional facility where their clients are housed. Institutional partners will provide coaches with access to clients and space for individual and group meetings. As clients are paroled, coaches will "follow" them into the community and work with them at various locations in the field. Parole agencies and service providers have existing space for private coach/ex-offender interaction and group work. Needed equipment (computers, desks, office supplies) will be provided by the grant and by partner agencies.

**K. *Information Sharing/Data Collection.*** Project Choice will collect client-specific data from practitioners engaged with our treatment group and from MDTs, not only to ensure accuracy and comprehensiveness of data, but also to establish the program's efficacy in achieving targeted outcomes on a case-by-case basis. We are seeking matching funds to support the creation and administration of a data system that can capture individual assessment information, goal attainment data, and crime/recidivism data for the participants produced by all participating agencies. The Memorandum of Agreement articulates the key partners' responsibilities for collecting and sharing of data. The City and its partners will use data gathered in this project for evaluation and reporting purposes, for the City, grant providers, and federal, state, or county entities, as required. The personal

identity of CDC parolees and CYA wards shall not be used for reporting purposes.

At this time, a full data collection protocol has not been developed. However, it is anticipated that data points for participants will include basic demographic data, criminal and incarceration history, and assessment information including documentation natural supports. Data will be collected on compliance with the participant's LifePlan and specific outcomes will be tracked such as recidivism, parole violations, job placement, wages, job retention, educational attainment, completion of substance abuse programs, stability and type of housing, use of health and mental health services, etc. We also hope to collect data that captures the quality or intensity of the coaching relationship so we can gauge the usefulness of this particular intervention.

We would like to be a national evaluation site; our program provides access to a matched control group. We are poised to give input into the design and implementation of the national evaluation strategy, should that be useful. We are also eager to support the development of standardized national evaluation tools that will allow local programs to gather the qualitative and quantitative data across multiple systems that will be valid and useful in advancing practice.